

# **Jefferson City Board of Adjustment**

**December 8, 2015**

**Case No. B15006  
F & F Development LLC  
HALO Foundation  
3519 Bennett Lane**

**Conditional Use Permit  
Assisted Living Facility for Homeless Youth**

**STAFF REPORT**  
**BOARD OF ADJUSTMENT – CITY OF JEFFERSON, MISSOURI**  
**December 8, 2015**

**Case No. B15006 – 3519 Bennett Lane; Conditional Use Permit for Assisted Living Facility.** Application filed by F and F Development, property owner, on behalf of The HALO Foundation, applicant, for a conditional use permit to operate an assisted living facility in a RU Rural zoning district. The property is located on Bennett Lane 1500 feet south of Christy Drive and is described as part of the NE Quarter of the SE Quarter of Section 26, Township 44 North, Range 12 West, Jefferson City, Missouri (Central Missouri Professional Services, Consultant).

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**PUBLIC NOTICE**

By publication in the newspaper, letter to adjacent and affected property owners within 185 feet, and by property sign posting.

**NATURE OF REQUEST**

The applicant is requesting approval to use the property, formerly known as the Rickman Center, as an assisted living facility for homeless youth. The property is zoned RU Rural, and was recently acquired by F&F Development from The Christian Church (Disciples of Christ) of Mid-America. Assisted living facilities are a Conditional Use of the RU zoning district.

The HALO Foundation would occupy the facility, and would remodel it to meet their needs. A construction plan consisting of multiple phases is outlined within the application materials. The construction plans envision a total of 14 residential units within the main building, and a learning center, dining area, and laundry room.

**ZONING AND SURROUNDING LAND USE**

The subject property is zoned RU Rural.

	Surrounding Zoning	Surrounding Uses
North	Proposed C-2	Undeveloped
South	Unincorporated	Undeveloped
East	Unincorporated	Single Family Residential
West	Unincorporated	Single Family Residential

**STAFF ANALYSIS**

The structure proposed for use as an assisted living facility is only one of several structures on the former Rickman Center property. The portion of the property proposed with this application is located at the southern end of Bennett Lane, a private drive off of Christy Drive that serves the property. The building is surrounded by woods and is separated from the nearest adjacent property by approximately 600 feet. The residential nature of an assisted living facility combined with the large separation from adjacent properties would result in a minimal impact of the use from a land use perspective.



**CONDITIONAL USE PERMIT FINDINGS**

This application is subject to the required findings for conditional use permits outlined in Section 35-73.A of the Zoning code.

Staff analysis of required findings:

<b>Finding</b>	<b>Yes</b>	<b>No</b>	<b>Comments</b>
The proposed use is consistent with the goals, objectives, and policies of the Comprehensive Plan.	X		The Comprehensive Plan identifies the property as intended for Public/Semi-Public use. The proposed use would fit the Public/Semi-Public use category.
The proposed use complies with all applicable provisions of the zoning district regulations and conforms to the general intent and purpose of the Zoning Ordinance	X		The proposal meets applicable Zoning Code requirements.
The proposed use complies with all fire, health, building, plumbing, electrical and stormwater drainage regulations of the City and regulations of County, state and federal agencies.	X		There are no known conflicts with applicable regulations. Construction and occupation of the building would be subject to applicable inspections.
The proposed conditional use is not materially detrimental to the public health, safety, convenience and welfare, or results in material damage or prejudice to other property in the vicinity.	X		The portion of the property dedicated to HALO use consists of approximately 40 acres and the building is well separated from other adjacent properties.
The proposed use is compatible with and preserves the character and integrity of adjacent development and includes improvements to mitigate adverse development-related impacts, such as traffic, noise, odors, visual nuisances, or other similar adverse effects to adjacent development and neighborhoods.	X		In addition to being well separated from neighboring properties, the residential nature of the use would not conflict with surrounding residential uses.
The proposed use does not generate pedestrian and vehicular traffic which will be hazardous to the existing and anticipated traffic in the neighborhood.	X		The site is accessed via a private lane with good access from Christy Drive. Expected traffic generation would be minimal.
Adequate utilities exist to serve the proposed conditional use.	X		The area is served by adequate utilities.

**STAFF ANALYSIS OF REQUIRED FINDINGS**

The required findings appear to be met. The proposed assisted living facility would have a minimal effect on the area and is well separated from adjacent properties.

**FORM OF MOTION**

Motion for approval of the proposed conditional use permit for an assisted living facility.

## CONDITIONAL USE FINDINGS

### General Findings Section 35-73.A.4

The Board **shall** find for all Conditional Uses, or establish provisions therefor, that the Conditional Use will:

a.	The proposed use is consistent with the goals, objectives and policies of the Comprehensive Plan; and	YES	NO
b.	The proposed use complies with all applicable provisions of the zoning district regulations and shall conform to the general intent and purpose of the Zoning Ordinance; and		
c.	The proposed use complies with all fire, health, building, plumbing, electrical and stormwater drainage regulations of the City and regulations of County, state and federal agencies; and		
d.	The proposed conditional use is not materially detrimental to the public health, safety, convenience and welfare, or results in material damage or prejudice to other property in the vicinity; and		
e.	The proposed use is compatible with and preserves the character and integrity of adjacent development and includes improvements to mitigate adverse development-related impacts, such as traffic, noise, odors, visual nuisances, or other similar adverse effects to adjacent development and neighborhoods; and		
f.	The proposed use does not generate pedestrian and vehicular traffic which will be hazardous to the existing and anticipated traffic in the neighborhood; and		
g.	Adequate utilities exist to serve the proposed conditional use.		

### Conditions Section 35-73.A.5

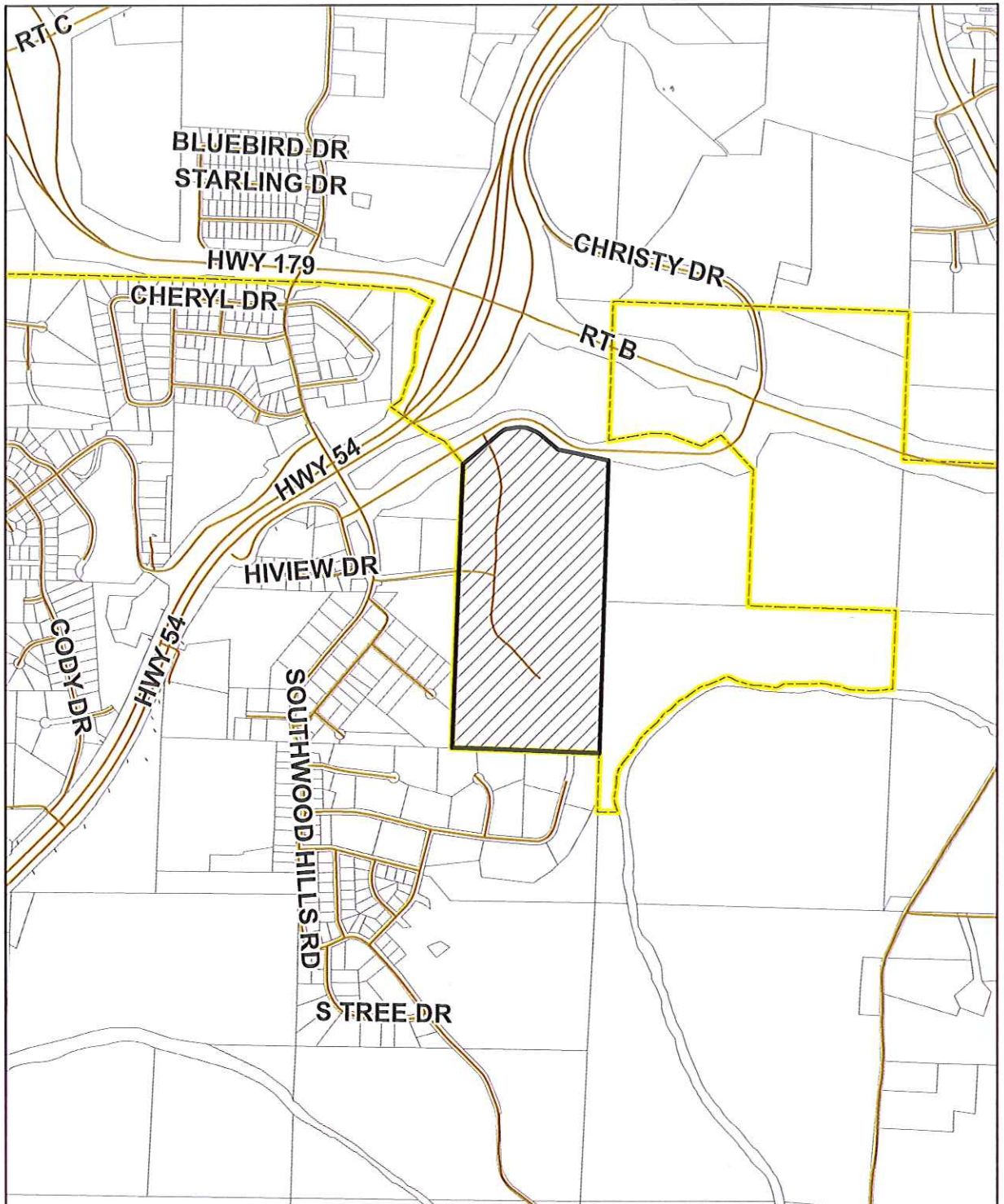
The Board may impose conditions to ensure that the Conditional Use **will not**:

		YES	NO
a.	No conditional use shall be enlarged, extended, increased in intensity or relocated unless an application is made for a new Conditional Use Permit in accordance with the procedures set forth in this Section.		
b.	Development of the use shall not be carried out until the applicant has secured all the permits and approvals required.		
c.	Signage for the use may be limited to protect the neighborhood character. A residence in which one or more home occupations has been permitted shall be limited to one sign, attached to the building, with a maximum size of one square foot, regardless of the number of home occupations operated from the residence.		
d.	Due to the operational intensity and nature of the proposed use and the physical development characteristics, the height, bulk and lot coverage, shall be as specified in the permit.		
e.	The building materials and architectural style of the building and related structures shall be consistent with and similar to those of adjacent buildings and as specified in the permit.		
f.	The Board may determine the type and extent of the bufferyard, and whether a bufferyard is required to mitigate impacts of a proposed conditional use upon adjacent properties, using Section 35-59 as a guide.		



# City of Jefferson Board of Adjustment

## VICINITY



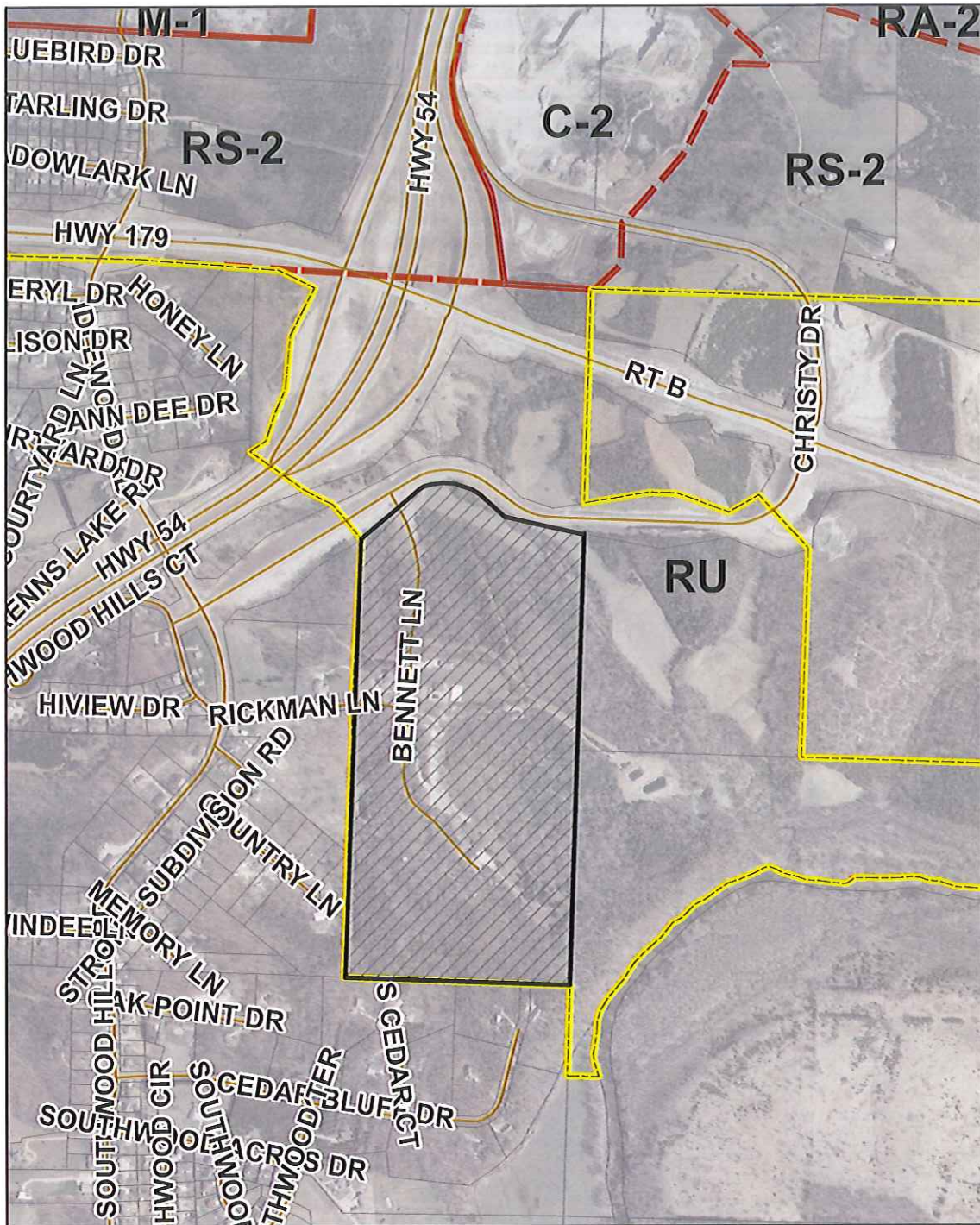
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Case No. B15006  
Conditional Use Permit  
Assisted Living Facility for  
Homeless Youth  
3519 Bennett Lane

# City of Jefferson Board of Adjustment

## LOCATION MAP



0 345 690 1,380 Feet



Case No. B15006  
Conditional Use Permit  
Assisted Living Facility for  
Homeless Youth  
3519 Bennett Lane





City of Jefferson  
Department of Planning & Protective Services  
320 E. McCarty Street  
Jefferson City, MO 65101  
Phone: 573-634-6410  
[jcpplanning@jeffcitymo.org](mailto:jcpplanning@jeffcitymo.org)  
[www.jeffersoncitymo.gov](http://www.jeffersoncitymo.gov)

Date filed:

## APPLICATION TO THE BOARD OF ADJUSTMENT

1. The undersigned hereby request(s) the following:  
☐ Appeal (Section 35-73C)  
☐ Conditional Use Permit (Section 35-73A; Section 35-71, Site Plan)  
☐ Variance (Section 35-73B; Section 35-71, Site Plan)  
☐ Chapter 3, Advertising and Signs: Conditional Use Sign Permit  
☐ Chapter 8, Article V, Flood Hazard Regulations; Variance to Flood Hazard Regulations  
☐ Other (including Interpretations; please describe in #2 below)
2. Describe exactly the type of project proposed or what is being requested and the purpose of the request. Cite affected Section numbers if known (or attach separate sheet).

Conditional Use Permit "HALO Home" at the former Rickman Center Conference Center.

3. The application is filed for the following described real estate: (the correct legal description of the property must be printed below or attached to this application).  
A. Street Address: 3519 Bennett Lane  
B. Property Description: NE 1/4, SE 1/4, SEC. 26, T44N, R12W
4. A site plan in accordance with Section 35-71 is required for conditional use permits and variance applications. A "sketch" site plan may be required for other applications such as conditional use sign applications. A check in the amount of \$210.00\* payable to the "City of Jefferson" for the application filing fee must be attached to this application. \*Revised June 30, 2015.
5. Variance applicants must complete the attached Variance Affidavit. Each question must be answered and the affidavit must be signed by the applicant(s) and notarized.
6. The undersigned certify to be all of the owner(s) of the above described property. (All owners of this property must sign and the signatures must be notarized).

KIRK FARMER  
Property Owner Name (type or print)

[Signature]  
Property Owner Signature

F & F Development

Property Owner Name (type or print)

Property Owner Signature

Subscribed and sworn before me this 10 day of November, 2015.

Notary Public - Notary Seal

STATE OF MISSOURI

County of Cole

My Commission Expires 11/27/2015

Commission # 11500009

[Signature]  
Notary Public

Applicant (if different from property owner):

Name	The HALO Foundation - Rebecca Welsh, President
Mailing Address	1600 Genessee #528, Kansas City, MO 64102
Phone Number	573-230-4546

Specific information may be required depending upon type of application. Please refer to the appropriate Chapter. Other permits, including building permits and sign permits may be required in addition to Board actions. Please seek advice of City staff or your consultant, if applicable.

Individuals should contact the ADA Coordinator at (573) 634-6570 to request accommodations or alternative formats as required under the Americans with Disabilities Act. Please allow three business days to process the request.





**LEGEND**

F & F DEVELOPMENT PROPERTY

HALO FOUNDATION USE AREA

Phone (313) 324-3405 Fax (313) 324-3555	Central Missouri Professional Services, Inc. ENGINEERING - SURVEYING - MATERIALS TESTING Jefferson City, Missouri				SHEET NO. 1 OF 2	DATE 11/10/13 REV. DATE SCALE 1" = 200'	HALO FOUNDATION F & F DEVELOPMENT 3519 BENNETT LANE
	PERMIT F & F DEVELOPMENT 03-059						









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10.15 HALO FOUNDATION

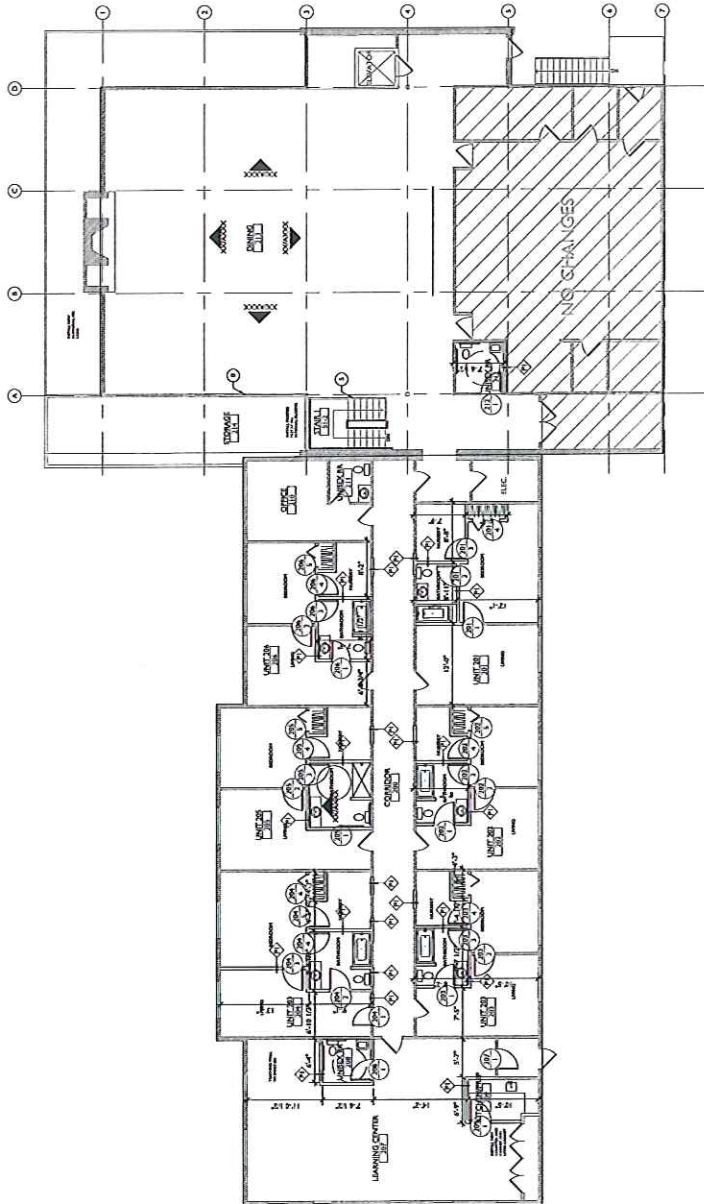
A101

FLOOR PLAN

- GENERAL NOTES:**
1. CONDITIONS AND LOCATIONS OF ALL EXISTING UTILITIES SHALL BE SHOWN AND IDENTIFIED BY THE CONTRACTOR PRIOR TO ANY CONSTRUCTION.
  2. THE CONTRACTOR SHALL BE RESPONSIBLE FOR OBTAINING ALL NECESSARY PERMITS AND APPROVALS FROM THE CITY OF KANSAS CITY.
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**LEGEND:**

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Halo Foundation JC  
3519 Bonanza Ln  
Jefferson City, MO 65101

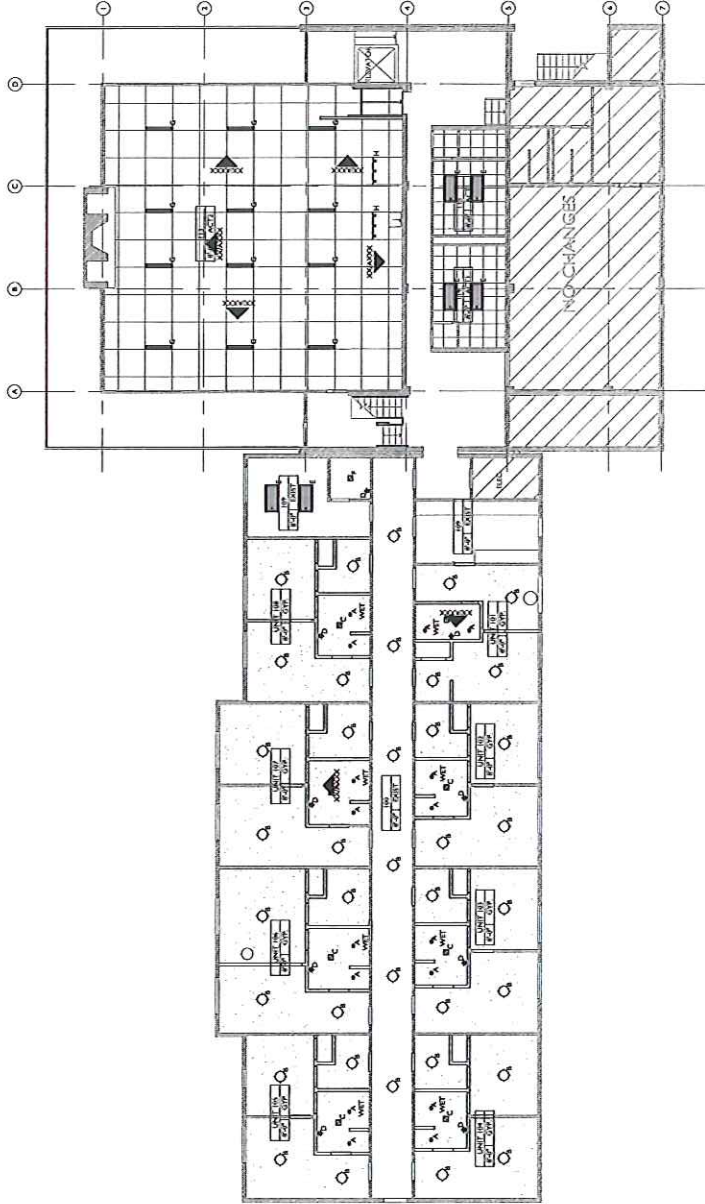
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10.15-HALO FOUNDATION

A100

FLOOR PLAN

- EXISTING LIGHTING FIXTURES (SEE PLAN GENERAL NOTES)**
1. REFER TO MEP DRAWINGS FOR ALL EMERGENCY AND EXIT LIGHTING.
  2. CONTRACTOR TO VERIFY EXISTING SPECIFICATIONS TO ARCHITECT.
  3. CONTRACTOR TO VERIFY EXISTING SPECIFICATIONS TO ARCHITECT.
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- NEW LIGHTING FIXTURES (SEE PLAN GENERAL NOTES)**
1. REFER TO MEP DRAWINGS FOR ALL EMERGENCY AND EXIT LIGHTING.
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  10. CONTRACTOR TO VERIFY EXISTING SPECIFICATIONS TO ARCHITECT.



01 Lower Floor Plan  
Scale: 1/8" = 1'-0"





# Halo Foundation JC

3519 Berntsen Ln  
Jefferson City, MO 65101

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10.15-HALO FOUNDATION

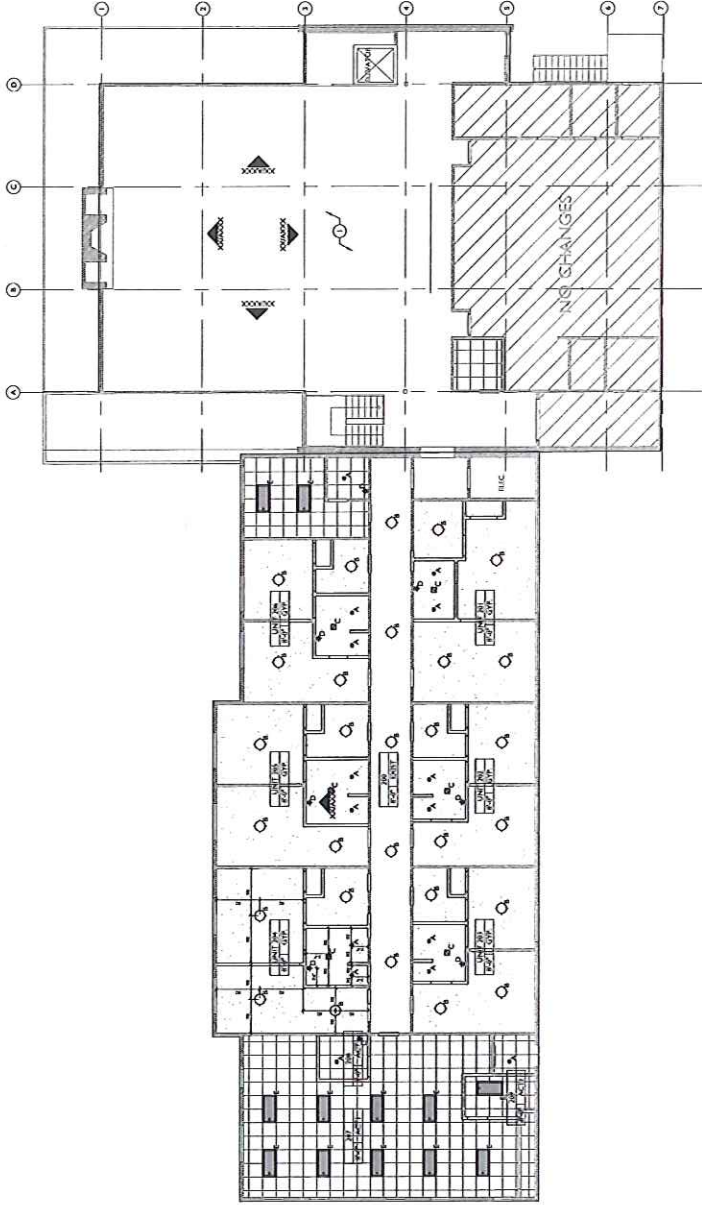
## A101

FLOOR PLAN

- REVISIONS:**
1. REVISIONS FOR ALL EMERGENCY AND DET LIGHTING
  2. CONTRACTOR TO VERIFY ALL EMERGENCY AND DET LIGHTING
  3. CONTRACTOR TO VERIFY ALL EMERGENCY AND DET LIGHTING
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### REVISIONS:

1. CONTRACTOR TO VERIFY ALL EMERGENCY AND DET LIGHTING
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Upper Floor Plan

01

Scale: 1/8" = 1'-0"

## **HALO HOME JEFFERSON CITY, MO**

The property is located at 3519 Bennett Lane in Jefferson City, Missouri. Known as the Rickman Center, this 125 acre property includes a 24,000 square foot primary facility which sits on just under 3 acres, eleven cabins, recreation facilities, walking trails, etc. The property was recently acquired by Farmer Holding Companies, and a long-term lease has been executed with the HALO Foundation.

The HALO Foundation will be remodeling the facility to provide a transitional living facility for at-risk homeless youth. An architect has been engaged to work with the HALO team to determine how to best utilize the space, and subsequently to develop final design and renovation plans. This work will be accomplished in two phases. Phase 1 will be completed immediately to address the need to house 5 teens and a house mom. Funding for Phase I has been secured, and renovation work will begin as soon as the plans are approved by the city for permitting. Phase 2 consists of an extensive remodel for the remainder of the facility.

### Phase 1 Improvements

Convert 12 existing rooms on the main floor into 6 larger units; renovate the laundry room; and remodel the lower level common area. One of these units will be for the house mom, and the other 5 units will be for girls already engaged in the program. This area consists of approximately 7,487 square feet, and it is estimated that the renovation/remodel work will cost \$66.78 per square foot for a total estimated cost of \$500,000. Once plans are finalized, the project will be bid through standard processes. The Phase 1 remodel will consist of:

- Reconfiguration of space for optimal utilization
- New flooring and paint
- New bathrooms in all units including tubs, vanities and toilets
- FFE for all units (i.e. furnishings, fixtures, etc.)

### Phase 2 Improvements

Remodel the remaining 12,859 square feet. It is estimated that the renovation work will average \$62.21 per square foot for a total estimated cost of \$800,000. This space includes the lower level residential quarters, main level assembly room, kitchen and office space, along with roof replacement and new windows throughout the facility. Once plans are finalized, the project will be bid through standard processes. The Phase 2 remodel will consist of:

- Reconfiguration of space for optimal utilization
- New flooring and paint
- New bathrooms in all lower level units including tubs, vanities and toilets
- FFE for entire space (i.e. furnishings)
- New roof over the entire building
- New office for TLP staff
- New Kitchen



- Remodeled main floor common area
- New Windows
- New Laundry Room

Current and proposed floor plans are included as **Exhibit 1**.

## **SERVICES**

The HALO Learning Center launched in Jefferson City in 2012 by partnering with JC High School, the foster care system, and alternative schools to provide art therapy and future-focused programs to at-risk and low income youth. All programming revolves around the future-focused DREAM Campaign, developed in Kansas City, which empowers youth to become contributing members of their community. Current programming includes art therapy-based workshops revolving around monthly character traits, confidence building, life-skills, and job prep programs. These programs are designed and taught by HALO Center staff and volunteers.

HALO also is supporting a transitional living program (TLP) for the homeless and extreme at-risk youth in Jefferson City and the surrounding community. This shelter provides a safe haven for youth in the greatest need. In 2013-14, HALO conducted research about homeless youth in Jeff City. Through agency and school partnerships we learned that there are over 135 teenage youth in Jeff City who are homeless. Their homelessness can be caused by many different circumstances, such as their parents being incarcerated, death, drug addiction, abuse, etc. Youth in these situations have very few options. Sometimes they can live with a relative, but most end up sleeping on friend's couches or even sleeping in their cars.

HALO supports youth in the greatest need. Few resources for homeless minors in Jeff City are available. Therefore, HALO started its Teen Transitional Living Program (TLP). With the help of the Jeff City community, HALO raised enough funds to start a pilot program to move two homeless teen girls, one who is a teen mom and her 18 month old daughter, into their own apartments.

This program provides free rent and utilities for homeless teens for up to 18 months. The goal of the program is to equip teens with the skills to live and support themselves independently. While in the program, youth are required to attend school full time until they graduate and hold a job. Youth also participate in programs that help them set achievable goals, learn how to manage their finances, attain a sustaining job or higher education, and learn life skills, such as cooking, cleaning, and how to present oneself professionally. Once the new center is complete, all HALO programs will be offered on-site.

The Transitional Living Program is typically an 18-month, in residence program. During an initial 3-month period, teens work closely with the residential leader to determine the acuity of their needs, and to establish a plan focused on independence for the teen.

However, no teen is ever cut off from the program, and all participants are welcome to continue to receive supporting services after transitioning out. This includes assistance with such things as job training, finding child care, meals, etc.

## HOW YOUTH WILL BE SERVED

The issue of homeless youth in the Jefferson City community was something of a hidden issue until the HALO program arrived. In August of 2014, the Jefferson City News Tribune published a story regarding the need for shelter and other services for this silent population (please reference page 6 for the text of this article). HALO provides these youth with a place to seek help, and for those highest at risk, it provides shelter. The proposed project will significantly expand HALO's Transitional Living Program to increase its capacity to house homeless youth from five youth with babies to twenty-six youth. With the Jefferson City School District identifying nearly 200 students as homeless, HALO's program is needed to assure those that are unsheltered (i.e. not staying with friends, family, etc.) have a roof over their head, food to eat, and transportation along with supports to continue their education.

The National Network for Youth reports, "Unaccompanied youth face access barriers to education, keeping many of them from completing high school degrees or post-secondary education. Such barriers include school attendance policies, credit accrual, legal guardianship requirements, residency requirements, proper records, and lack of transportation. These barriers can cause youth to be denied enrollment, often resulting in a youth remaining out of school for long periods of time. It is because of this that homelessness can interrupt education and normal socialization processes that are developed during youth. This affects a young person's future ability to live independently, and also results in the development of learning problems and interpersonal communication problems, leading youth to have future troubles integrating into society. These problems, coupled with the lack of a degree, lead youth to face "severe challenges" in supporting themselves emotionally and financially." Without proper education or degree, unaccompanied youth find themselves contributing to unemployment rates in America. Those who can find jobs often don't make livable wages. Society will eventually feel the additional effects of uneducated and unemployed youth. "Youth who are out of school and out of work are not acquiring the knowledge and skills needed to replace the skilled, educated, and experienced adult workers who will be retiring in the coming decade."<sup>1</sup>

Key Recommendations from the Research. In the 2009 report by the National Center for Children in Poverty, Homeless Children and Youth: Causes and Consequences, Arantani identified the following areas for policy focus:

- **Increase housing subsidies to provide permanent housing for children living in homeless families, and unaccompanied youth.** Homeless families who received

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<sup>1</sup> NN4Y issue Brief. Consequences of Youth Homelessness. [www.nn4youth.org](http://www.nn4youth.org)



housing subsidies are 20 times more likely to have housing stability after shelter use, compared with those who did not receive a subsidy.<sup>2</sup>

- **Increase school-based and community-based health and mental health services, including assessment and screening for homeless children and youth. Focus on using a trauma-informed approach.** Homeless youth who used a mobile health or mental health unit for five months or more were more likely to report being stabilized on medications and counseling, decreased substance use, received regular birth control and immunizations, and treated and referred medical conditions.<sup>3</sup> Homeless youth prefer to receive health care services at clinics that are “youth friendly.”<sup>4</sup>
- **Target and increase programs that better identify and serve children living in homeless families and unaccompanied youth with developmental delays or at-risk developmental delays and disabilities.**
- **Increase funding for transitional and independent living programs for youth who are aging out of foster care.** Iowa, Texas, Connecticut, Utah, and Maryland implemented a range of initiatives including workforce investment strategies to post-secondary support.<sup>5</sup> In Kentucky, the CFCIP program successfully helped more than 200 youth attain post-secondary education.<sup>6</sup>
- **Provide nutritiously adequate food and nutrition outreach at shelters and other temporary housing.** A special supplemental nutrition program for Women, Infants and Children (WIC) were designed to reach WIC-eligible families in homeless shelters, to identify nutrition inadequacies among those homeless families and to provide them with nutrition supplements through the WIC food package.<sup>7</sup>
- **Provide educational services to facilitate high school completion for unaccompanied youth who dropped out of high school.** Those who had a high school equivalent degree were more likely to have lawful employment.<sup>8</sup>
- **Provide vocational training and employment services for unaccompanied youth to achieve economic self-sufficiency.** Approximately 60% of homeless young adults who

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<sup>2</sup> Shinn, M.; Weitzman, B. C.; Stojanovic, D.; Knickman, J. R.; Jimenez, L.; Duchon, L.; James, S.; Krantz, D. H. 1998. Predictors of Homelessness among Families in New York City: From Shelter Request to Housing Stability. *American Journal of Public Health* 88(11): 1651-1657.

<sup>3</sup> Busen, N. H.; Engebretson, J. C. 2008. Facilitating Risk Reduction among Homeless and Street-Involved Youth. *Journal of the American Academy of Nurse Practitioners* 20(11): 567-575.

<sup>4</sup> Ensign, J.; Gittelsohn, J. 1998. Health and Access to Care: Perspectives of Homeless Youth in Baltimore City, USA. *Social Science & Medicine* 47(12): 2087-2099.

<sup>5</sup> Cooper, J. L. 2008. *Towards Better Behavioral Health for Children, Youth, and Their Families: Financing That Supports Knowledge*. New York: National Center for Children in Poverty, Columbia University Mailman School of Public Health.

<sup>6</sup> U.S. Department of Health and Human Services. Chafee Foster Care Independence Program: Program Description. Accessed Aug. 1, 2009 from [http://www.acf.hhs.gov/programs/cb/programs\\_fund/state\\_tribal/jh\\_chafee.htm](http://www.acf.hhs.gov/programs/cb/programs_fund/state_tribal/jh_chafee.htm).

<sup>7</sup> Hamm, L. A.; Holden, E. W. 1999. Providing WIC Services to Homeless Families. *Journal of Nutrition Education* 31(4): 224-229.

<sup>8</sup> Gaetz, S.; O'Grady, B. 2002. Making Money: Exploring the Economy of Young Homeless Workers. *Work Employment Society* 16(3): 433-456.



participated in job training class found employment within three months following the training.<sup>9</sup>

The HALO Foundation's TLP program is structured to address all of these areas of focus.

## **WHAT IS THE NEED**

Outside of HALO's TLP program, there is no other shelter program in the community, or the region for that matter, specifically designated for youth. Data and local partners have revealed a pressing need. This need does not center solely on housing. The HALO Learning Center launched in Jefferson City in 2012 by partnering with JC High School, the foster care system, and alternative schools to provide art therapy and future-focused programs to at-risk and low income youth. All programming revolves around the future-focused DREAM Campaign, developed in Kansas City, which empowers youth to become contributing members of their community. Current programming includes art therapy-based workshops revolving around monthly character traits, confidence building, life-skills, and job prep programs. These programs are designed and taught by HALO Center staff and volunteers.

Specific to the TLP program, the newly acquired facility is dated, and not adequately designed to accommodate youth living in-residence. For example, TLP needs five living quarters specifically designed to accommodate teens with infants/small children. The current quarters are designed for individuals, and will require significant remodeling to accommodate need. A private donor has contributed the funding to complete this phase of the renovation (Phase 1). Phase 2 renovations, which are the focus of this NAP request, include renovation of 16 additional rooms to accommodate individual or parenting youth, along with modernization of the remainder of the facility. In total, Phase 2 is a 20,000 square foot renovation project that includes weatherization, living quarter renovations, kitchen and laundry facility renovations and other updates to assure the facility is safe, secure and appropriate for the Transitional Living Program.

In terms of wait lists, HALO completes interviews with every youth that comes to its door seeking assistance. At this time, we are aware of 135 local youth who lack a permanent residence and are in need of a stable living situation. As the data reflect, the Jefferson City School District identified 198 students in the 2013-14 school year as homeless under the McKinney-Vento Act. The McKinney-Vento Education of Homeless Children and Youth Assistance Act is a federal law that ensures immediate enrollment and educational stability for homeless children and youth. McKinney-Vento provides federal funding to states for the purpose of supporting district programs that serve homeless students.

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<sup>9</sup> Lenz-Rashid, S. 2005. Employment Experiences of Homeless Young Adults: Are They Different for Youth with a History of Foster Care? *Children and Youth Services Review* 28: 235-259.



The McKinney-Vento Act defines homeless children as "individuals who lack a fixed, regular, and adequate nighttime residence." The act provides examples of children who would fall under this definition:

- Children and youth sharing housing due to loss of housing, economic hardship or a similar reason
- Children and youth living in motels, hotels, trailer parks, or camp grounds due to lack of alternative accommodations
- Children and youth living in emergency or transitional shelters
- Children and youth abandoned in hospitals
- Children and youth awaiting foster care placement
- Children and youth whose primary nighttime residence is not ordinarily used as a regular sleeping accommodation (e.g. park benches, etc.)
- Children and youth living in cars, parks, public spaces, abandoned buildings, substandard housing, bus or train stations
- Migratory children and youth living in any of the above situations

The article below was published in the Jefferson City News Tribune on August 29, 2014. It provides the best overview of the need and community interest in this project.

### ***Homeless Teens Find Hope with HALO.***

HALO is trying to tackle a new issue, the homeless youth of Jefferson City.

The Helping Art Liberate Orphans foundation has 13 orphanages around the world. They serve around 450 kids in Kansas City through the city's multiple shelters and organizations to help homeless youth, but Jefferson City does not have the same resources as Kansas City.

"We did start internationally, but when we came back to the states we started realizing the needs here," HALO founder Rebecca Welsh said. "Jefferson City has been the biggest wake up call for me personally. I now live here and have realized just in the last eight to ten months how much need there is in our community."

Through personal surveys, talking with principals and homeless liaisons in the school district, Welsh estimates there are 135 homeless youths in Jefferson City. These children sleep in parks, cars or with friends because going home is not an option. Some of their parents are addicted to drugs or incarcerated. Some have abandoned their children.

"This is a big need in this community and it just doesn't have a lot of resources to help minors specifically," the foundation's Elle Benage said. "We are constantly doing research on who are the most at-risk kids, where are they, and what resources are there to help them."

At the moment the program provides transitional living for two teenagers, but there are several more who Benage and Welsh are trying to help. One young woman they are

attempting to help had to take a break from school after finding her boyfriend who had committed suicide. Her father had abandoned her, and she was not able to live with her drug-addicted mother, Benage said.

Another girl was forced to marry a 22-year-old man by her father who lacked the funds to keep her fed. Her husband abused her, and she had his child at age 14. She is now divorced, and the ex-husband is in jail for abusing her and their son.

"There are countless situations like that," Benage said. "The amount of challenge these kids have to come through on their own without parents to help them, it is just amazing."

During an informational meeting at the HALO center, Circuit Court Judge Pat Joyce said she personally knew one of the children mentioned, and that without mentoring from programs like HALO these kids will end up in prison, or worse.

"They have no hope," Joyce said. "It is a continuing need. This is not just like a bump in the road. It has gone on for a very long time. I think the one-on-one really does make a difference in their lives. They do change their lives and it is one-on-one mentoring that does it."

The program is not for any child who leaves their parents and home. HALO workers carefully screen the youths to find out who really needs help. In HALO housing, the children have free rent and utilities but are required to be in school, have a job, save a portion of their income and complete courses that will teach them how to live independently, Benage said. These courses teach things like cooking, parenting and finance skills.

The future goal for the program is to be able to house at least 18 teens who are separated into three groups: boys, girls and pregnant girls. To achieve this goal, HALO workers will have to apply for grants, form partnerships, secure more funds and raise more awareness on the issue.

## **A FEW STORIES FROM CURRENT YOUTH**

Since she was born, **Amari's** family life has been unstable and difficult. From the time she was 4 months old, both of her parents were incarcerated. Amari lived with different family members and friends where she was constantly changing living arrangements and schools. At age 13, Amari's mother was released from prison and they moved in together. Unfortunately, her mother struggled with drug addiction which left Amari in yet another unstable living situation; there were periods of days where Amari was left alone because her mother was high or arrested.

At age 16, Amari became pregnant with a baby girl. Though pressured by her mother to have an abortion, Amari decided to keep her baby. Soon after delivering her child, her



mother went missing, and Amari was evicted from their apartment. Financially unstable, without a home, and too young to sign a lease, Amari interviewed for a place in the HALO TLP.

*"I'm trying to find somewhere stable. I just want to feel good about my home so I can feel good with my baby and don't have to stress if she is crying and waking other people up, but I'm not financially stable to get anything on my own or old enough to sign a lease."*

Since being accepted into the HALO TLP, Amari and her baby have their own apartment. She is growing as a mother, and is very thankful for a stable place for her and her baby. She is excelling in her classes and plans to graduate high school early and begin online college classes. HALO is very proud of Amari!

**Caylin** grew up in a very unstable and traumatic environment. Both of her parents were drug addicts and were divorced when she was a young girl. She lived with her father until he lost custody of her, and her mother would often go missing for days at a time because of her drug addiction. At a young age, her grandfather sexually abused Caylin and her older sister. When the abuse was reported, her grandfather took his own life. Both the abuse and the suicide were extremely traumatic for Caylin.

At age 14 Caylin became pregnant with a girl. Addicted to both marijuana and alcohol, Caylin voluntarily admitted herself into rehabilitation for 18 months. While in rehab, she delivered her child. Her daughter is her motivation to stay sober.

*"I don't want my daughter to see me on drugs because that is the way I see my mother."*

Caylin interviewed for a place in the HALO TLP. At the time she living in an apartment with her daughter that her mother had cosigned on. Her mother left to move in with her boyfriend, and Caylin was forced to drop out of school to work two jobs to pay rent. She knew that if she didn't get help to pay rent, she probably wouldn't be able to go back to school and finish her degree.

Since July 2014, Caylin has been a part of the HALO TLP. She was able to go back to school and has recently graduated. Though she still struggles with depression and anxiety as a result of the abuse she experienced in her childhood, she is a very determined and driven young person. The TLP staff has been blown away by what Caylin is capable of accomplishing when given support.

**Iream** comes from a very strict and religious immigrant family. Her father passed away when she was very young, and she and her mother moved in with her mother's parents. At age 16, Iream and her boyfriend, who is not a part of her religion, became pregnant. When her family found out about the pregnancy, her church excommunicated her and her family shunned her. Though she was allowed to live at home, she was forced to stay locked in her room at all times. She wasn't allowed to eat meals with the family, and no

one communicated with her. Unless Iteam married the father of her baby and he converted to their religion, her family would continue to shun her. Iteam refused to marry under those conditions. The neglect and emotional abuse Iteam experienced was extremely difficult and caused her significant stress. The stress caused her to have a high-risk pregnancy.

Iteam hoped that once she had the baby her family would love the child, and this would stop them from shunning her. Unfortunately, things did not change after her baby was born.

Iteam took a place in the HALO TLP, and is thriving in the new environment. Her and her baby are healthy and adjusting well. Stream says that she feels at peace and without stress for the first time. She is a 4.0 student and has a dream to become a physician. She knows this goal will require hard work and commitment, but she is determined to accomplish it and provide a peaceful life for her and her child.

## **COMMUNITY FEEDBACK**

Through close work with the community, and in listening to local youth, the need for this expanded transitional living program emerged. Over the past year, HALO staff have worked with local developers to identify an appropriate opportunity to accommodate this need. Youth currently involved in the program offer continual input into how the program is structured and what their needs evolve to over the time they are participating. The program director, in partnership with founder and president Rebecca Welsh, have used this information to conceptualize the new facility and to begin to develop a sustainability plan to support the on-going operation of the new center.

## **PROGRAM PARTICIPANTS**

With an estimated capacity of 26 youth in residence, and allowing for turnover based on level and duration of need, HALO estimates direct support to an average of 32 to 40 youth annually. Estimates are based on the number of residential units that will be available, and on HALO's assessment of the existing need in the community. The program includes a 3-month initial stay, during which time staff work with the youth to determine the need for an 18-month residential placement. After 18 months, youth are connected to supported housing opportunities in the community. Youth may continue participation in the program as long as needed, receiving job skills training and placement assistance, meals, etc.

Characteristics of customers. The target population is pregnant, parenting, and non-parenting youth age 16-21, and their dependents, who are in homeless or high-risk situations. 100% of program participants have income less than 25% of the median



income for Cole County, Missouri, and most have no source of income outside of part-time employment. The typical HALO youth are those who are not involved in the foster care system and cannot live with their biological parents due to situations such as: parents being incarcerated, addicts, physically or emotionally abusive, who take no physical or financial responsibility for their children, or parenting teen who are not welcome to in their parent's home due to financial burdens or religious beliefs. These youth may be female or male, and there is no income requirement in order to receive services.

## **City of Jefferson**

Department of Planning & Protective Services  
320 E. McCarty St.  
Jefferson City, MO 65101



## **Carrie Tergin, Mayor**

Janice McMillan, AICP, Director  
Phone: 573-634-6410  
Fax: 573-634-6562

November 24, 2015

Dear Property Owner:

This letter is to notify you that the Jefferson City Board of Adjustment will meet at 7:30 a.m. on the morning of Tuesday, December 8, 2015 in the Council Chambers of the John G. Christy Municipal Building, 320 E. McCarty Street, to consider the following item of business:

**Case No. B15006 – 3519 Bennett Lane; Conditional Use Permit for Assisted Living Facility.**

Application filed by F and F Development, property owner, on behalf of The HALO Foundation, applicant, for a conditional use permit to operate an assisted living facility in a RU Rural zoning district. The property is located on Bennett Lane 1500 feet south of Christy Drive and is described as part of the NE Quarter of the SE Quarter of Section 26, Township 44 North, Range 12 West, Jefferson City, Missouri (Central Missouri Professional Services, Consultant).

As an adjoining landowner and/or neighbor, you have the privilege of attending this hearing. Unfortunately, we are unable to record comments received by telephone, but written comments will be made part of the official record. Written comments may be directed to the Board of Adjustment in one of the following ways:

e-mail: [jcplanning@jeffersoncitymo.gov](mailto:jcplanning@jeffersoncitymo.gov)

fax: Department of Planning & Protective Services, Planning Division, 573-634-6457

mail: Department of Planning & Protective Services / Planning Division  
John G. Christy Municipal Building, 320 E. McCarty Street, Jefferson City, MO 65101

Written comments must be received before 5:00 p.m. Monday, December 7, 2015 and will be copied and distributed to Board members at the meeting. Correspondence and other items received at the time of the meeting will be included in the official record, but may be delivered to the Chairman only; there is no guarantee that copies will be made for distribution to all Board members. Interested parties who are unable to provide written comment in advance are invited to deliver their comments to the Board Chairman at the time of the meeting.

Information regarding this case may be viewed on the Board of Adjustment webpage at:

<http://www.jeffersoncitymo.gov/pps/planning/boardofadjustment.html>

If you have any questions concerning this matter, please feel free to contact me at 573-634-6475.

Sincerely,

A handwritten signature in blue ink that reads "Eric Barron".

Eric Barron, AICP  
Senior Planner

Individuals should contact the ADA Coordinator at (573) 634-6570 to request accommodations or alternative formats as required under the Americans with Disabilities Act. Please allow three business days to process the request.



HAMMANN, MARTIN WAYNE & ANITA  
HAMMANN, DONALD MORRIS  
HAMMANN, ROBERT DOUGLAS & THERESA  
3640 ROCK RIDGE RD  
JEFFERSON CITY, MO 65109  
RT B

F & F DEVELOPMENT L L C  
221 BOLIVAR ST  
JEFFERSON CITY, MO 65101  
3519 BENNETT LN (*Subject Property*)  
2497 CHRISTY DR  
JACK STOCKER RD

LISA LAVENDAR  
DIVISION OF FACILITIES MANAGEMENT  
DESIGN & CONSTRUCTION ELASING SECTION  
PO BOX 809  
JEFFERSON CITY, MO 65102  
2741 SOUTHWOOD HILLS RD

BRAUN, DONALD C & DELORES M  
2900 RENNS LAKE RD  
JEFFERSON CITY, MO 65109  
525 RICKMAN LN

KAY, TRAVIS D & STEPHANIE E  
2811 STRONG SUBDIVISION RD  
JEFFERSON CITY, MO 65101  
STRONG SUBDIVISION RD

SMITH, BETTY J  
609 COUNTRY LN  
JEFFERSON CITY, MO 65101  
609 COUNTRY LN

DEAN, MARY B  
611 COUNTRY LN  
JEFFERSON CITY, MO 65101  
611 COUNTRY LN

HARRISON, LINDA D  
613 COUNTRY LN  
JEFFERSON CITY, MO 65101  
613 COUNTRY LN

JENNINGS, DONALD L & NORMA J, TRUSTEES  
617 COUNTRY LN  
JEFFERSON CITY, MO 65101  
617 COUNTRY LN

LAMBERSON, TOBY & CINDY  
3112 SOUTHWOOD CIR  
JEFFERSON CITY, MO 65101  
616 COUNTRY LN

CASE, JAMES DAVID  
910 CEDAR BLUFF DR  
JEFFERSON CITY, MO 65101  
910 CEDAR BLUFF DR

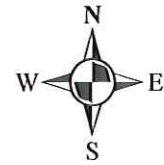
ALLEN, THOMAS E & LISA G  
909 CEDAR BLUFF DR  
JEFFERSON CITY, MO 65101  
909 CEDAR BLUFF DR

ARNOLD, TERRIE J  
3000 S CEDAR CT  
JEFFERSON CITY, MO 65101  
3000 S CEDAR CT

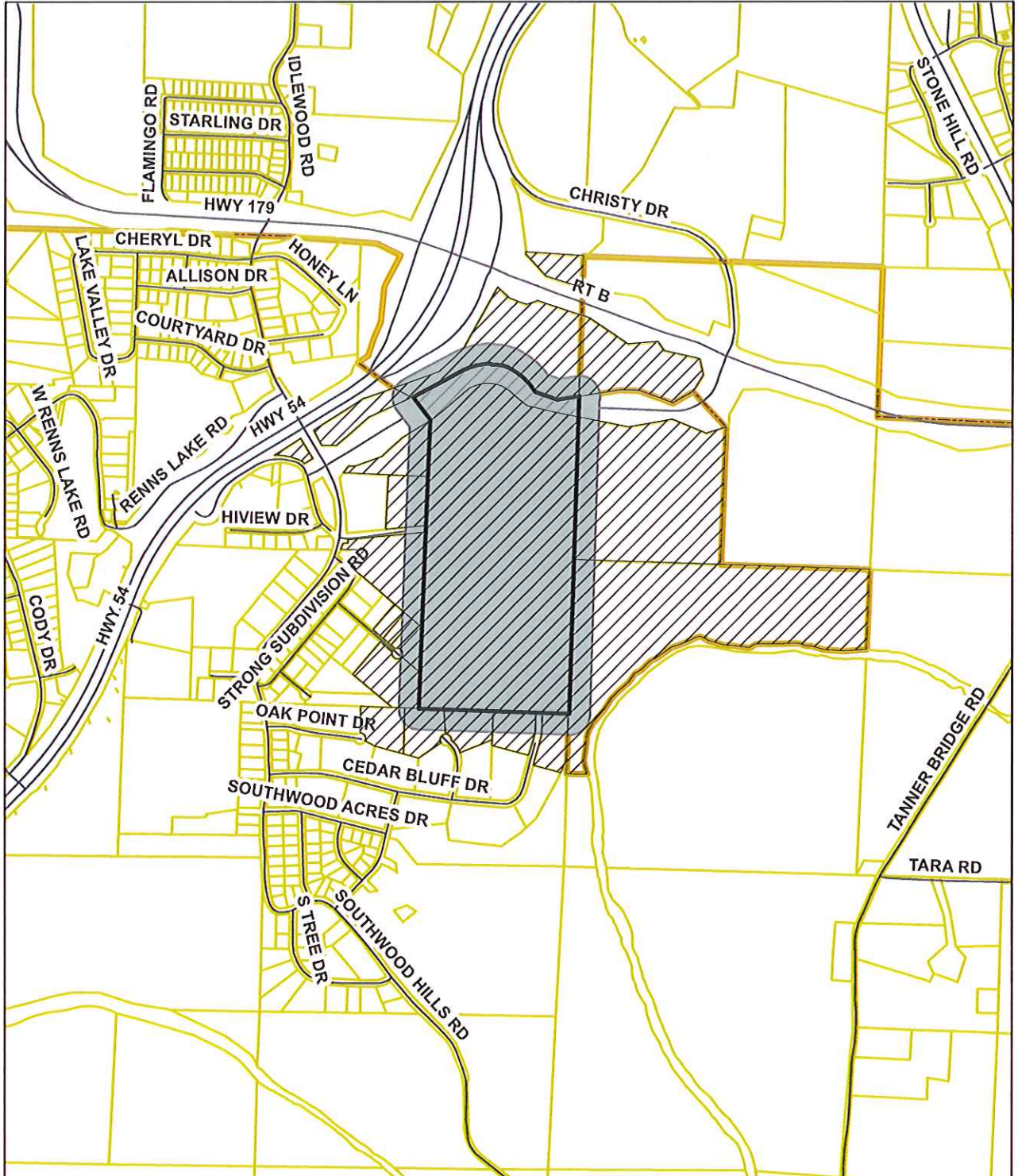
WILBERS, JEFFREY J & TRACY J  
3001 S CEDAR CT  
JEFFERSON CITY, MO 65101  
3001 S CEDAR CT

STRUEMPH, LYNN J & PHYLLIS J  
717 OAK POINT DR  
JEFFERSON CITY, MO 65101  
717 OAK POINT DR

Case No. B15006  
Conditional Use Permit  
Assisted Living Facility for  
Homeless Youth  
3519 Bennett Lane



185 ft. Notification Buffer





BOARD OF ADJUSTMENT  
CORRESPONDENCE RECEIVED

**Case No. B15006**  
**3519 Bennett Lane**

Received as of December 2, 2015

[illegible]

November 30, 2015

Department of Planning and Protective Services, Planning Division  
John G. Christy Municipal Building/City Hall  
320 E. McCarty Street, Room 120  
Jefferson City, MO 65101

Attention Board of Adjustments:

**Case No. B15006 - 3519 Bennett Lane; Conditional Use Permit for Assisted Living Facility for Homeless Youth**

I am writing in regards to the planned expansion of the Halo Assisted Living facility for Homeless Youth at The Rickman Center, a former ministry of The Christian Church (Disciples of Christ) in Mid-America. As a property owner located next the Rickman Center property line, I am concerned as to the impact on the neighborhood. Most of the homes on our street are single-family homes and in many cases house elderly long time residents.

1. How are potential clients reviewed to qualify to become a resident of this facility? In many cases adult homeless suffer from mental illnesses. Youth who feel abandoned often act out violent behaviors. Properly qualifying residents is an important process.
2. What steps are taken to provide security at the "Assisted Living Facility for Homeless Youth" operated in other areas of the state? What steps for security will be taken at this facility? Are residents limited to the main Rickman building and immediate grounds surrounding the main building?
3. Are there other "Assisted Living Facility for Homeless Youth" located in such a rural area as this planned facility? Is there any correlation to the success of the clients being out placed, if they are closer to typical residential business area including access to grocery stores, Wal-Mart, restaurants etc..... within walking distance.
4. How is the facility allocated so that clients are kept within their own age appropriate groups? Is this a coed facility.
5. Is there any limit as to the number of clients that this facility can be expanded to serve? Is 200 the maximum? Will other buildings be constructed?
6. Are there any long term plans to use the cabins for housing on at the Rickman site, rather than limiting the use to the dormitory style facility only. Will the Board consider setting limitations for future expansion?
7. Will the local law enforcement increase the patrols into this area to reassure residents their safety?

My heart certainly goes out to the people, adults and youth, that are in these situations, but I am not convinced that placing such a large group in a single facility located in a rural area such as this is appropriate. Please consider placing some limitations on this facility to assure the public that it will be a success.

Concerned Citizen,

Norma J. Jennings  
617 Country Lane  
Jefferson City, Mo. 65101